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Letter dated 17 December 2009 from the Chairman of the Security Council Working Group on Peacekeeping Operations to the President of the Security Council

In my capacity as Chairman of the Security Council Working Group on Peacekeeping Operations, I have the honour to submit the report of the Working Group on the enhancement of cooperation with troop-contributing countries, police-contributing countries and other stakeholders (see annex).

It would be appreciated if the present letter and its annex could be circulated as a document of the Security Council.

(*Signed*) Yukio **Takasu**
Chairman of the Security Council Working Group
on Peacekeeping Operations

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Annex

Report of the Security Council Working Group on Peacekeeping Operations on the enhancement of cooperation with troop-contributing countries, police-contributing countries and other stakeholders

I. Introduction

1. The Security Council Working Group on Peacekeeping Operations held four meetings in November and December 2009 to consider the issue of enhancement of cooperation with troop-contributing countries, police-contributing countries and other stakeholders. At the second and third meetings, the Working Group invited, all together, 30 countries and organizations, including troop-contributing countries and police-contributing countries, members of the Bureau of the Special Committee on Peacekeeping Operations (C-34), representatives of regional organizations, and financial contributors, as well as host countries.

2. The Working Group discussed the following three issues: (a) improvement of the cooperation mechanism, (b) improvement in the implementation of mandates with cooperation of troop-contributing countries, police-contributing countries and other stakeholders and (c) support to troop-contributing countries and police-contributing countries for participation in peacekeeping operations.

II. Summary of the discussions held in the meetings

3. The major points made by participants are summarized below:

1. Improvement of the cooperation mechanism (see attachment I)

(1) Meaningful consultations with troop-contributing countries, police-contributing countries and other stakeholders

(a) The participants agreed on the need for substantial and well-prepared consultations during the entire cycle of peacekeeping operations, including the creation of new missions, mission planning, renewal of mandates and changes in the concept of operations and in the rules of engagement.

(b) Making full use of existing consultation mechanisms is the most effective means of achieving meaningful consultations. Measures set out in Security Council resolution 1353 (2001) should be fully implemented. Those include scheduling meetings with troop-contributing countries and police-contributing countries with sufficient lead time prior to Council meetings, and improving communications through, inter alia, providing agendas for meetings in advance or summaries of discussions after consultations, which should be reflected in Council meetings. Troop-contributing countries and police-contributing countries were invited to take full advantage of their meetings with the Council, including by presenting their positions on the recommendations contained in reports of the Secretary-General and requesting timely inputs from their troops on the ground.

(c) The efforts of the Secretariat were appreciated and further improvements were encouraged, in particular the timely issuance of more

analytical reports of the Secretary-General, which should include the observations of troop-contributing countries and police-contributing countries arising from meetings with the Secretariat, prior to and after technical assessment missions.

(d) The Working Group reviewed the recently introduced new practices with respect to the renewal of the mandates of the United Nations Interim Force in Lebanon (UNIFIL), the United Nations Mission in Liberia (UNMIL) and the United Nations Stabilization Mission in Haiti (MINUSTAH). Participants welcomed these practices but encouraged their further improvement.

(e) Informal mechanisms such as the Core Group for Timor-Leste and the Group of Friends of Haiti could be useful for incorporating the views of the country concerned and non-members of the Security Council with strong stakes in the progress of specific missions and the country concerned. General support was expressed for the exploration of the further use of such mechanisms. At the same time, the importance was stressed of making the work of such groups transparent to non-members, on a case-by-case basis.

(f) The benefit was underlined of holding open debates of the Security Council more frequently, both on mission-specific issues and on cross-cutting peacekeeping issues, so as to enable troop-contributing countries, police-contributing countries and other stakeholders to express their opinions.

(2) Consultations of the Working Group with troop-contributing countries, police-contributing countries and other stakeholders

The need for the Working Group to coordinate with C-34 was stressed. The request to have regular consultations of the Working Group with troop-contributing countries, police-contributing countries and other stakeholders was reiterated. In this context, the need to address not only generic issues but also technical aspects of individual peacekeeping operations was underscored. There was also a general consensus regarding both the usefulness of the meetings of the Working Group with troop-contributing countries, police-contributing countries and other stakeholders and the continuation of this practice.

2. Improvement in implementation of mandates with the cooperation of troop-contributing countries, police-contributing countries and other stakeholders

(1) Mandates and their implementation

The need for clear and achievable mandates was reiterated. The heavy burden imposed on peacekeeping operations, due to the existence of tasks with multiple mandates and the fact that some mandates were overly ambitious, was underlined. In this regard, the need to prioritize mandated tasks was emphasized. Better partnership and coordination both at the Headquarters level and in the field would improve the implementation of mandates, including discussions on benchmarks.

(2) Resources and training

The need to match mandates with sufficient resources and capacity was stressed. Many participants affirmed the need to reinforce intelligence and communications capacities of peacekeeping operations, as well as enhance the ground and air mobility of forces, particularly in order to implement mandates related to protection of civilians successfully.

(3) Ownership of host countries

The importance of host country ownership was raised, in particular for implementation of security sector reform and protection of civilians.

(4) Overall review of peacekeeping operations

The Working Group expressed its support for the ongoing review efforts undertaken by the Secretariat and the Security Council. At the same time, the need to explore ways of conducting regular overall review of peacekeeping operations was underlined, given the absence of such a practice to date, except for the consideration of specific peacekeeping missions by the Council. The role of the General Assembly, including the C-34 and the Fifth Committee, in reviewing peacekeeping activities was also recognized.

3. Support to troop-contributing countries and police-contributing countries for participation in peacekeeping operations

(1) While all categories of countries, including current, new and former troop-contributing countries and police-contributing countries, should be encouraged to strengthen contributions, consultations involving potential troop-contributing countries and police-contributing countries are considered most important.

(2) In order to broaden the base of contributors, forces and staff should be strengthened, in terms of quality and capability, through provision of adequate resources and training. In this regard, the need for enhanced partnership and coordination was stressed.

(3) In filling the gaps in resources, including equipment, a coordination mechanism should be considered for matching the demand side with the supply side. In particular, the lack of utility helicopters and intelligence and communications equipment should be addressed.

(4) Given the complex nature of mandates, raising the level of training, in particular predeployment training and training of staff officers, is required, in order to implement a "capability-driven approach". Several participants stressed the protection of civilians in this regard. Broader partnerships should be pursued, including those between developed and developing countries, and regional and South-South cooperation.

(5) The issue of the need to take into account the financial aspects of peacekeeping operations was raised. In this regard, the importance was stressed of the timely reimbursement of both troop and contingent-owned equipment costs, in order to encourage new contributions and ensure continuous engagement.

III. Ways forward

1. Improvement of the cooperation mechanism

(1) The diagram contained in attachment II will be submitted with this report to the Security Council as a guideline for scheduling a monthly programme of work, in particular for setting dates for meetings and consultations with troop-contributing countries and police-contributing countries, as well as determining the due date for reports of the Secretary-General. Concrete schedules will be established in accordance with the circumstances of independent peacekeeping operations and the programme of work for each month.

(2) The Working Group will enhance coordination with the Bureau (C-34) and continue to hold meetings where invited troop-contributing countries, police-contributing countries and other stakeholders can discuss issues of common concern related to peacekeeping operations.

2. Programme of work

(1) In the wrap-up meeting, two issues to serve as the basis of the programme of work for next year were discussed:

(a) Key gaps in capabilities, resources and training which need to be closed in order to effectively implement Security Council mandates.

(b) Key lessons learned from past and current missions about the successful implementation of transitional strategies.

(2) The Working Group will start by considering the first issue and will later discuss the second.

Attachment I

Mechanism for cooperation with troop-contributing countries, police-contributing countries and other stakeholders

(1) Security Council resolution 1353 (2001)

- Resolution 1353 (2001) specifies three categories:

  1. Public and private Security Council meetings

  2. Consultation meetings with troop-contributing countries chaired by the President of the Security Council

  3. Meetings between the Secretariat and interested delegations, especially troop-contributing countries

- To be utilized on occasions of mission planning and creation, change in, or renewal or completion of a peacekeeping operation mandate, rapid deterioration in the situation on the ground, significant developments, and before or after Security Council missions

- Resolution 1353 (2001) acknowledges the useful role of Groups of Friends, as well as other informal groupings in close cooperation with the Security Council

(2) Actions of the Secretariat

- New Horizon non-paper, issued in July 2009, includes a series of recommendations

- Directive from the Under-Secretaries-General for Peacekeeping Operations and Field Support, issued in October 2009, on immediate changes in practices for Headquarters and mission staff

(3) Implementation of resolution 1353 (2001) and the directive of the Secretariat

- See attached diagram to be used as a guideline for scheduling a monthly programme of work

Attachment II

Guideline for scheduling a monthly programme of work, especially for setting the dates of meetings with troop-contributing countries and due dates for reports of the Secretary-General

	Secretariat (Secretary-General)	Troop-contributing countries and police-contributing countries	Security Council	Basis and desirable timeline of the meetings
Mission planning phase	Meetings between the Secretariat and troop-contributing countries and police-contributing countries		Secretariat should brief members of the Security Council	Meetings with troop-contributing countries and police-contributing countries to make use of their inputs for technical assistance missions (directives by Department of Peacekeeping Operations and Department of Field Support)
	⇩ Technical assessment mission			
	⇩ Meetings between the Secretariat and troop-contributing countries and police-contributing countries		Secretariat should brief members of the Security Council	
	The Secretariat is requested to include *inputs by troop-contributing countries and police-contributing countries in reports of the Secretary-General* (Security Council resolution 1353 (2001))			
	⇩ Secretary-General's report			Secretary-General's reports, pursuant to the request of the Security Council should be issued *preferably more than one week before the consultation meeting* of the Council and the troop-contributing countries and police-contributing countries
	The Secretary-General should ensure that *reports are issued in good time* to allow for the timely holding of meetings with troop-contributing countries before discussion in the Council (Security Council resolution 1353 (2001), annex II, sect. B, para. 5 (b))			

	Secretariat (Secretary-General)	Troop-contributing countries and police-contributing countries	Security Council	Basis and desirable timeline of the meetings
Mandate discussion phase (renewal/ change/ withdrawal/ termination)	The Secretariat is expected to *make fact sheets available* to all participants at the beginning of meetings (Security Council resolution 1353 (2001), annex II, sect. B, para. 5 (c))		In the case of mandate renewals, the President of the Security Council may convene a politico-military briefing with Council members and the Secretariat in advance of mandate renewal discussions	
	The Secretary-General should ensure, where possible, that *briefings are given* by senior personnel working with the mission in the field (Security Council resolution 1353 (2001), annex II, sect. B, para. 5 (d))		The President of the Security Council is expected to *circulate an informal paper setting out the agenda*, including issues to be covered and background information (Security Council resolution 1353 (2001), annex II, sect. B, para. 5 (a))	
	Participation of the Special Representative of the Secretary-General and using video presentation/conference may be considered to facilitate meetings	Consultation meetings of the Security Council with troop-contributing countries and police-contributing countries	The President of the Security Council, with the assistance of the Secretariat, is expected to make a summary of the content of meetings (Security Council resolution 1353 (2001), annex II, sect. B, para. 6, bullet 1)	Private meetings should be held *preferably more than one week before Security Council consultations* so that inputs from troop-contributing countries and police-contributing countries can be used by the Council for consultations
			Security Council consultation	
			Adoption of Security Council resolutions	

	Secretariat (Secretary-General)	Troop-contributing countries and police-contributing countries	Security Council	Basis and desirable timeline of the meetings
Other bases for meetings with troop-contributing countries	• Creation of mandate • A rapid deterioration of the situation on the ground • Significant developments (political, military, humanitarian) • Before/after Security Council missions to peacekeeping operations • Scaling down of peacekeeping operations (Security Council resolution 1353 (2001), annex II, sect. B, para. 2) • If necessary, when concept of operations/rules of engagement are changed (for example, meeting held in May 2009 pursuant to Security Council resolution 1867 (2009), in which the Council requested the Secretary-General to report to the Council and the troop-contributing and police-contributing countries within 90 days on updating the concept of operations/rules of engagement) (Security Council resolution 1353 (2001), annex II, sect. B, para. 2)			

Note: Concrete schedules will be set in accordance with the circumstances of independent peacekeeping operations and the programme of work for each month.